



WORICA

Women inclusion and empowerment
through collage art

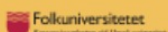
WORICA

National Gender Equality and Inclusion Report

Spain

Prepared by Fractals – Art Education

April 2026



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About this report

Women inclusion and empowerment through collage art.

This national report was prepared by **Fractals – Art Education** as part of **WORICA – Women inclusion and empowerment through collage art**, an Erasmus+ adult-education partnership (project 2025-1-SE01-KA220-ADU-000350853) bringing together Folkuniversitetet (Sweden), Brûlant-e-s (France), CEIPES ETS (Italy), Fractals – Art Education (Spain), ÖJAB (Austria) and SOFFA – Social Fashion Factory (Greece).

Six national reports – one for each partner country – map the legal and policy framework for gender equality, women’s rights and protection mechanisms, social inclusion measures, key indicators, main challenges, a national glossary, a practical “how-to” guide and useful resources. Together they form the evidence base of the **WORICA EU Gender Equality Handbook** and inform the Collage Art and Inclusion Learning Programme and the Women Empowerment Shows.

The information reflects the situation in **Spain** at the date of completion (April 2026). Laws, services and contact details change; readers are encouraged to verify current information with the authorities and organisations listed in the Useful Resources section. In an emergency, always contact the national emergency services.

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1. General Information

Country: Spanish State

Partner Organisation: Fractals - Art Education

Date of Completion: April 2026

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2. National Legal and Policy Framework

State level

The Spanish Constitution of 1978 serves as the legislative umbrella for the Spanish state. Article 14 states that: "Spanish citizens are equal before the law, without discrimination on the basis of birth, race, sex, religion, opinion or any other personal or social condition or circumstance".

The Spanish State has a Ministry of Equality, which is responsible for collecting, sharing and ensuring compliance with existing laws on equality.

The current legislative framework is as follows:

Organic Laws¹

[Organic Law 2/2024, of 1 August, on equal representation and balanced presence of women and men](#). In view of the insufficiency of formal equality before the law and the "perpetuation of gender violence, wage discrimination, discrimination in widow's pensions, the high percentage of female unemployment, the still low presence of women in positions of political, social, cultural and economic responsibility, or the problems of reconciling personal, work and family life". The law aims to "combat the remaining manifestations of direct or indirect discrimination on the basis of sex and to promote real equality between women and men, removing the obstacles and social stereotypes that prevent it from being achieved. (...) It also provides for special consideration to be given to cases of double discrimination and the particular difficulties faced by women who are especially vulnerable, such as the Spanish State as those belonging to minorities, migrant women and women with disabilities." [Organic Law 10/2022, of 6 September, on the comprehensive guarantee of sexual freedom](#). This law "aims to promote the prevention of sexual violence and guarantee the rights of all victims, laying the foundations for the elimination of the additional obstacles that some encounter due to factors of discrimination (disability, racial or ethnic origin, sexual orientation, sexual identity, social class, administrative status, country of origin, religion, belief or opinion, or marital status). (...). Sexual violence is considered to be acts of a sexual nature that are non-consensual or that condition the free development of sexual life in any public or private sphere, including sexual assault, sexual harassment and the exploitation of prostitution." [Organic Law 2/2010, of 3](#)

March, on sexual and reproductive health and voluntary termination of pregnancy. [Organic Law 1/2004](#), of 28 December, on Comprehensive Protection Measures against Gender Violence. [Organic Law 4/2000](#), of 11 January, on the rights and freedoms of foreigners in the Spanish State and their social integration. It includes specific points regarding migrant women, such as: Article 31 bis. Temporary residence and work for foreign women who are victims of gender-based violence or sexual violence, and Article 57. Expulsion from the territory.

Ordinary laws²

With regard to the prevention of specific discrimination suffered by women, we have: [Law 4/2023](#), of 28 February, for the real and effective equality of transgender people and for the guarantee of the rights of LGBTI people. [Law 15/2022](#), of 12 July, comprehensive for equal treatment and non-discrimination. [Law 1/2021](#), of 24 March, on urgent measures for the protection and assistance of victims of gender-based violence. [Law 19/2007](#), of 11 July, against violence, racism, xenophobia and intolerance in sport. [Law 14/2006](#), of 26 May, on assisted human reproduction techniques. [Law 13/2005](#), of 1 July, amending the Civil Code on the right to marry, focused on guaranteeing the right to marriage on equal terms between persons of the same sex. [Law 16/1983](#), of 24 October, creating the Autonomous Body Institute for Women.

Royal Decree-Laws³

[Royal Decree-Law 6/2019](#), of 1 March, on urgent measures to guarantee equal treatment and opportunities between women and men in employment and occupation. It establishes that: "Equal treatment and opportunities between women and men is a basic right of workers. (...) The right to equal opportunities between women and men also implies their equal treatment in the exercise of rights and in the fulfilment of obligations, so that the necessary conditions exist for their equality to be effective in employment and occupation. Therefore, direct and indirect discrimination is contrary to the right to equal treatment and opportunities between women and men; sexual harassment and harassment on the grounds of sex; discrimination on the grounds of pregnancy, maternity, the assumption of family responsibilities or the exercise of rights of shared responsibility in personal, family and working life; reprisals as a result of complaints against discriminatory acts; and acts and clauses in legal transactions that constitute or cause discrimination on the grounds of sex.

Within this framework, legal norms of lower rank than law, regional and municipal laws and protocols are established, which are expanded and included in Annexes.

3. Women's Rights and Protection Mechanisms

Existing legislation guarantees the following equality rights in order to prevent discriminatory behaviour:

Right to real and effective equality. It promotes real equality between women and men, removing the obstacles and social stereotypes that prevent it from being achieved, such as those belonging to minorities, migrant women and women with disabilities.

Right to a work-life balance. It promotes greater shared responsibility between women and men in assuming family obligations.

Right to ensure a balanced presence of women and men in political representation, with the fundamental objective of improving the quality of that representation and, with it, democracy.

Judicial protection of the right to equality.

Right to equal opportunities in employment. Incorporating measures to guarantee equality between women and men in access to employment, in training and professional promotion, and in working conditions. The labour rights of male and female workers also include protection against sexual harassment and harassment on the grounds of sex. Equal treatment and opportunities in the workplace, developing programmes to improve the employability of women and promote equality in collective bargaining. The rights to reconcile personal, family and working life, promoting the balanced assumption of family responsibilities. To contribute to a more balanced distribution of family responsibilities, fathers are recognised as having the right to paternity leave and benefits, under the terms provided for in labour and social security regulations. Reconciliation, improvement of paternity and maternity leave.

Right to equal treatment and opportunities between women and men. In particular, through the elimination of discrimination against women, whatever their circumstances or condition, in all areas of life and, in particular, in the political, civil, labour, economic, social and cultural spheres.

Right to equal education. Equal right to education and treatment for women and men through active integration and educational activities. The education system shall include among its aims education in respect for fundamental rights and freedoms and in equal rights and opportunities between women and men.

Right to health. Equal right to health for women and men, through health policies based on the principle of equal treatment.

Right to equality in rural development. For equality between women and men in the agricultural sector.

Right to the defence of equality. Trade unions and legally constituted associations whose primary purpose is the defence of equal treatment between women and men shall also be entitled to defend the right to equal treatment between women and men.

Complaint and Redress Mechanisms (Equality bodies, legal aid)

At the state level, the Ministry of Equality has the **Women's Institute**, a body whose purpose is to promote and foster conditions that enable social equality between both sexes and the participation of women in political, cultural, economic and social life, as well as to promote active policies for the employment and self-employment of women and to encourage and develop the cross-cutting application of the principle of gender equality.

4. Social Inclusion Measures

At the national level, the Ministry of Equality has various resources and measures in place to assist women who are vulnerable due to factors such as cultural diversity, origin, sexual orientation or being victims of violence, such as:

1. **Government Delegation against Gender Violence:** Body responsible for proposing government policy against different forms of violence against women and promoting, coordinating and advising on all measures carried out in this area.
2. **Directorate-General for Equal Treatment and Non-Discrimination and against Racism:** Responsible for proposing, promoting and developing the cross-cutting application of the principle of equal treatment and the elimination of all forms of discrimination against persons on grounds of racial or ethnic origin, national origin, religion or belief, ideology, age, illness or any other personal or social condition or circumstance.
3. Responsible for proposing, promoting and developing measures to guarantee the right to equal treatment and non-discrimination of lesbian, gay, bisexual, transsexual, transgender and intersex (LGTBI) persons, as well as other identities and orientations not represented in the above acronym (+), ensuring full respect for their emotional and sexual freedom.

Likewise, the Women's Institute has Social and Labour Integration Programmes for women in collaboration with local entities and sectoral organisations working in the field of migration, women victims of gender violence, ethnic minorities, the elderly and functional diversity, which are organised into: Programmes in collaboration with companies, territorial programmes (collaboration with local entities) and sectoral programmes (SARA).

The Ministry of Equality also has the WRAP Programme, a platform for locating support services, shelters, advice and accompaniment by geolocation.

At the municipal level in Valencia, there is the **Office for Non-Discrimination (ONDIS)**. This is a municipal service that works to defend, protect and guarantee human rights. It acts in situations of discrimination on the grounds of sex, nationality, racial or ethnic origin, sexual orientation, gender identity and expression, family group, sexual development, functional diversity or disability, religion or beliefs, political ideas, poverty, language, culture, illness, appearance, body or any other personal or social circumstance.

Public measures for socio-economic inclusion in the region include the **Valencian Inclusion Income**. This is a financial assistance scheme run by the Valencian Regional Government for people in vulnerable situations, with a significant majority of female beneficiaries. And **programmes funded by 0.7% of personal income tax**, a source of subsidies for organisations working on social and labour inclusion projects, training and emotional support for women who are excluded or at risk.

5. Key Indicators and Data

Indicators relating to the socio-labour situation of women in the Spanish State⁴.

	Total female population 24,792,824 +1.11	Active population 11,531,900 +0.35	Employed population 10,151,200 +2.09%
	Unemployed population (EPA) 1,362,600 -10.92	Women registered with social security 10,054,083 +2.38	Registered contracts 7,232,451 +0.39
	Contract stability rate 38.01 -0.74 p.p.	Registered unemployment 1,531,562 -5.28	Beneficiaries of benefits 990,462 -1.40
	Activity rate	Employment rate	Unemployment rate
Women	53.58%	47.24	11.83%
Men	63.67	57.60	9.53

The female employment rate in the Spanish State stood at 47.24%, ten points lower than the male rate (57.60%).

Employed women were mainly concentrated in the service sector, which accounted for 88.63% of the group, compared to 65.98% of men who worked in the same sector.

The number of contracts signed by women was 7,232,451, representing 46.90% of total hiring and the highest female hiring rate in the last 10 years. Therefore, the gender gap has narrowed to 6.02 percentage points (in 2023 it was 6.70 percentage points).

The gender gap is evident in both the type of contract and the length of the working day. Temporary employment among women is almost eight points higher than among men, and part-time employment among women exceeds that of men by eighteen points.

The service sector accounted for almost 85% of female employment and continued to be the sector with the highest growth, at 1.06%. It was the only sector where women outnumbered men in employment, with a difference of 6.34 percentage points.

Intermediate age groups show more moderate wage differences, especially between the ages of 25 and 34, where the gap ranges from 9.81% to 12.93%.

Wage gap and job insecurity

Information extracted from the Women's Institute, reports and infographics from statistical studies between 2024-2025:

The latest Wage Structure Survey (2022) indicates that the average annual earnings of men amounted to €29,381.84, while those of women were €24,359.82, representing an annual wage difference of 17.09% less than men. In the health and social services sector, women represent 76.47% of the workforce and earn an average annual salary of €28,312, compared to €37,097 for men. In other words, women receive 23.68% less than men for their work (INE. Labour Force Survey 2024).

The data indicate that only 34.5% of positions on the boards of directors of listed companies are held by women, falling to 23.4% in the case of senior management positions. And in the executive management of IBEX 35 companies, the percentage of women is only 3%, with 97% being men.

The average pension for men is €1,577, while for women it is €1,076, representing a gap of 31.77%.

The pay gap is more pronounced in older age groups, reaching 28.57% in people aged 65 and over, and in younger age groups, with 28.64% in those under 20.

The figures for women taking leave of absence are 87% for childcare and 75% for caring for relatives.

They occupy 97.8% of domestic jobs and 84.1% of cleaning jobs.

Indicators of violence

Gender-based violence

There have been 1,537 femicides committed by partners or ex-partners between 1999 and 2025. 70% were between the ages of 21 and 50 and 28% were between the ages of 31 and 40.

Unemployed women have the highest prevalence of gender-based violence (16.4% have suffered gender-based violence from a partner or ex-partner at some point in their lives), followed by women in paid employment (12.7%). The highest prevalence of gender-based violence occurs among unemployed women seeking their first job (8.8%), followed by pensioners who have not previously worked (6.2%) and women who perform unpaid domestic work (5.1%). (Unemployment as an element of vulnerability).

Disability

One in three persons with disabilities is at risk of poverty. Among persons with disabilities, the risk of poverty for women is 2.4 points higher than for men.

While the employability rate for women without disabilities is 62.50%, that of women with disabilities is 26.90%.

Women and poverty

In 2022, 13.70% of working people with an income are below the poverty line, 70% of whom are women. The wages of 3 out of 10 domestic workers are not enough to lift them out of poverty.

Seventy-two per cent of women receive non-contributory care benefits, which in turn affects their ability to receive retirement pensions. The contributory pensions received by women are 31 per cent lower than those received by men.

With regard to households with a single adult and children, 78.3% are single mothers and only 21.7% are single fathers.

Care

Women are responsible for 59% of domestic tasks. Men are more involved in financial matters, accounting for 16% of such tasks.

With regard to care, 10.8% of women are live-in carers, compared to 13.6% of men. The same is true for healthcare (men 12.3% and women 8%) and day centre care (men 13.1% and women 9.8%).

For care reasons, women reduce their working hours more: 18.7% compared to 11.2%. Women carers, especially those between the ages of 25 and 49, account for 3 out of 5 people who are unable to devote as much time to their professional careers as they would have liked.

Migration

Negative difference in the activity rate of foreign women of 2.3 percentage points over the population of potentially active foreign women. This 2.3% discrimination represents around 83,000 fewer active foreign women, apparently "excluded" from the labour market because they do not even have access to "active" status.

The gross wage gap between the foreign and native populations amounts to 23%, or around €500 gross per month. The wage gap is also, as we know, a gender issue both in the case of native female workers (15% lower than native men) and among foreign women (19% lower than foreign men). This explains why the average wage gap of 23% is even greater (25%) when comparing foreign women with local women.

6. Main Challenges

1. Violence against women: In this context, the renewal of the State Pact against Gender Violence (2025) broadens the institutional framework for action, incorporating new types of violence (vicarious, economic and digital violence), strengthening support for specific groups (rural women and women with disabilities) and improving financing, monitoring and evaluation mechanisms. Furthermore, social relations continue to be organised around a patriarchal system that produces and reproduces gender inequalities, violence and hierarchies. This system is articulated with cisheteropatriarchal norms that generate exclusion and discrimination towards women (trans, non-binary) who do not conform to normative models of gender, sexuality or family, as well as towards dissident identities and bodily expressions.

These dynamics have material effects on access to resources, institutional protection, social recognition and the effective exercise of rights.

2. Disability: The invisibility of women with disabilities manifests itself in many areas. Women with functional diversity are often perceived socially as dependent or incapable of expressing opinions and making decisions, which facilitates dynamics of control and isolation in the family and couple environment. This perception is associated with a pattern of paternalism that reproduces unequal relationships.

Women with disabilities experience not only gender-based violence, but also institutional violence, in the form of practices and decisions that violate their rights. One documented example is the forced sterilisations that have taken place in the Spanish State.

Gender pay gap, which is also evident among women with functional diversity, who have lower salaries and less job stability. Less access to job opportunities, especially in sectors with higher qualification requirements, and greater concentration in low-paid and precarious jobs.

3. Socioeconomic inequality and job insecurity: Gender gaps persist in the labour market, linked to job insecurity, occupational segregation and the over-representation of women in feminised and low-paying sectors, such as domestic and care work. These inequalities translate into greater difficulties in securing sufficient income, work-life balance and access to full labour rights. Added to this are structural difficulties in accessing basic goods such as housing, energy poverty and certain public services. In the health sector, there are persistent shortcomings in the treatment of feminised pathologies—such as fibromyalgia, mental health and obstetric violence—both in terms of institutional recognition and the allocation of resources. These challenges are linked to the need to improve the redistribution of responsibilities between the state, the market, communities and households.

4. Racism, migration and legal inequality: In the absence of stable economic alternatives, migration becomes a strategy for breaking cycles of vulnerability for people with limited economic resources who are caught up in precarious situations. Over the last three decades, migration flows from the global South to the North have undergone a process of progressive feminisation. Migrant and racialised women are in a particularly vulnerable position as a result of the intersection of gender, origin, class and administrative status. The Immigration Act, the existence of Foreigners' Detention Centres (CIE), forced deportations and border control policies managed within the European framework — including the role of Frontex — have a direct impact on their living conditions, access to rights and exposure to precariousness and violence. The adoption in 2024 of the European Pact on Migration and Asylum (EPMA) introduces new obstacles to access to international protection and reinforces a model of externalisation and securitisation of borders, with specific effects on women and girls in contexts of forced mobility.

7. National Glossary

Key terms and definitions (in national language)

Glossary in LSE (Spanish Sign Language)

Intersectionality: Describes how different forms of inequality (such as racism, sexism or poverty) intersect and are experienced simultaneously. They do not add up, but rather generate a specific experience of discrimination.

Care work: The set of tasks necessary to sustain people's daily lives (cleaning, cooking, caring for children, the elderly or the sick), which are mostly performed by women and are not usually valued or paid for.

Sustainability of life: A proposal that places the well-being of people and the planet at the centre of all economic and social decisions, above economic profit or productivity.

Ecofeminism: A perspective that combines feminism and ecology, denouncing how the current system exploits both women and nature, and proposing other ways of living based on care. A proposal that invites us to reduce our consumption of goods and energy in order to care for life and the planet, committing to simpler, more cooperative and sustainable lifestyles.

Agency: The ability of a person or group to act, decide and transform reality, especially in contexts where they have historically not been heard.

Unpaid work: Tasks necessary for life (such as caring, cooking or cleaning) that are not paid for, but are essential for society and the economy to function.

Time poverty: A situation in which a person, especially women, has no free time because they combine work outside the home with tasks.

8. Draft Practical Guide ('How-To')

How to identify a situation of discrimination or violence

Discrimination and violence against women can manifest themselves in different areas (family, work, institutional) and take various forms: physical, psychological, sexual, economic, digital violence, harassment, degrading treatment, deprivation of rights or unequal access to resources. Some common indicators include: Control, threats, aggression or coercion by a partner or ex-partner. Humiliation, harassment or verbal, physical or sexual aggression at work. Denial of labour rights, rest rights, registration rights or access to social security. Unequal treatment on the basis of gender, origin, administrative status or identity. Social isolation or limited access to support networks. Therefore, an important first step is to share the situation with trusted individuals (family members, friends, neighbours), who can provide emotional support, companionship and access to resources.

2. Steps to address the situation: resources, contacts and procedures

2.1. Gender-based violence

Service 016 – Assistance for victims of gender-based violence: Telephone: 016. Free, confidential and available 24 hours a day. Assists in several languages and offers adapted services (e.g. easy reading). Immediate assistance in situations of risk. Information on social, health, employment and financial assistance resources. Free legal assistance and support from the outset. Referral, if necessary, to the police. Support in personal, social and work recovery processes.

Specialised care for children (ANAR). Access to emergency accommodation and temporary shelter.

Organic Law 1/2004 on Comprehensive Protection Measures against Gender Violence establishes, in Article 17, the **guarantee of victims' rights regardless of their origin, religion, administrative situation or other personal or social circumstances.**

Foreign women in an irregular administrative situation.

2.2. Workplace

In the workplace, women have the right to be treated with dignity and free from violence. Find out about the labour rights applicable to the sector. Contact a **trade union** and consider joining the one that is most specialised in the relevant field of work and gender perspective. Seek legal or trade union advice in situations of abuse or breach of contract.

2.3. Community resources and local networks

Beyond institutional resources, the community environment is a key source of support. Neighbourhood networks, local associations and feminist groups can offer:

Practical information on available resources. Informal support in procedures or situations of vulnerability. Spaces for mutual support and socialisation. Referrals to specialised services in the area. People and communities are interdependent, and the rights of all people must be improved, with them acting as their own spokespersons and presenting demands and proposals in the first person, carrying out political advocacy.

9. Useful Resources

Resource search engine

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ANNEX

Royal Decrees⁵

Royal Decree 664/2024, of 9 July, regulating financial assistance for victims of sexual violence, and amending Royal Decree 1452/2005, of 2 December. Royal Decree 902/2020, of 13 October, on equal pay for women and men, which combats "discrimination in this area and helps to address the persistent pay gap between men and women". Royal Decree 901/2020, of 13 October, regulating equality plans and their registration. Royal Decree 1155/2024, of 19 November, on the rights and freedoms of foreigners in the Spanish State and their social integration. Royal Decree 203/2010, of 26 February, approving the Regulation on the prevention of violence, racism, xenophobia and intolerance in sport. Royal Decree 1615/2009, of 26 October, regulating the awarding and use of the "Equality in the Workplace" distinction. Royal Decree 300/2009, of 6 March, creating the Medal and Plaque for the Promotion of Equality Values. Royal Decree 1262/2007, of 21 September, regulating the composition, powers and operating rules of the Council for the Elimination of Racial or Ethnic Discrimination.

Relevant ministerial orders: Order IGD/577/2020, of 24 June, creating the Council for the Participation of Lesbian, Gay, Trans, Bisexual and Intersex People (LGTBI) and regulating its functioning, and Order IGD/1661/2009, of 17 June, regulating the characteristics and conditions for awarding and using the Medal and Plaque for the Promotion of Equality Values.

Regional level⁶

In the Valencian territory (officially called the Valencian Community), there are two specific laws on equality: 1) Law 9/2003, of 2 April, of the Generalitat, for Equality between Women and Men and 2) Law 7/2012, of 23 November, of the Generalitat, Comprehensive Law against Violence against Women in the Valencian Community.

With regard to decrees, there is DECREE 133/2007, of 27 July, of the Regional Government, on conditions and requirements for the approval of Equality Plans for Companies in the Valencian Community; DECREE 192/2020, of 27 November, of the Regional Government, regulating the Valencian Women's Council; DECREE 27/2025, of 18 February, of the Regional Government, creating the Interdepartmental Commission for Equality between Women and Men; DECREE 38/2020, of 20 March, of the Regional Government, on the coordination and financing of primary social services; and DECREE 44/2025, of 17 March, of the Regional Government, creating the Valencian Council for Equality between Women and Men.

At the municipal level in the city of Valencia, the following are available: Framework Plan for Equality between Women and Men. 2021-2024 Programme, Regulations of the Municipal

Council for Women and Equality. Approved by the Plenary Session on 28 April 2016. Published in the Official Gazette of the Valencian Community (BOP) on 3 August 2016, [Protocol for action against sexual harassment and gender-based harassment](#). Approved by the Local Government Board on 6 May 2022, [Municipal Regulations for the non-sexist use of language](#). Approved by the Plenary Session on 25 November 2011. Published in the BOP on 14 January 2012, [Protocol for intervention in situations of violence against women in the city of Valencia](#). Approved by the Local Government Board on 12 November 2014 and [Protocol for intervention with victims of trafficking for sexual exploitation in the city of Valencia](#).

1. A type of law in the Spanish State that regulates specific and sensitive matters (such as fundamental rights, statutes of autonomy or the electoral system) and requires an absolute majority (more than half of the members of parliament) for its approval, unlike ordinary laws, which only require a simple majority, although both have the same hierarchical rank. Its aim is to ensure greater parliamentary consensus on important constitutional issues. ↩
2. Ordinary laws are legislative rules that regulate most matters not reserved for organic laws (fundamental rights, statutes of autonomy, etc.). They are approved by a simple majority in Parliament and follow a common legislative procedure, unlike organic laws, which require qualified majorities and a reinforced procedure for important constitutional matters. ↩
3. Regulations with the force of law that the Spanish Government approves in situations of extraordinary and urgent need. ↩
4. Information extracted from the 2025 Women's Labour Market Report. National (2024 data). ↩
5. Legal regulations of the Spanish Government, with a lower rank than the law, which develop laws already approved or regulate matters of executive competence, signed by the King, and represent the expression of the regulatory power of the Council of Ministers or the Prime Minister. ↩
6. Although Spanish legislation includes laws that regulate the country at the state level, the autonomous regions (political and institutional bodies with jurisdiction over each of the country's regions) have their own laws, resources and strategies that fall within the state framework but can extend the guarantee of rights or even be more innovative in terms of equality than those of the state. ↩